



TENNESSEE HISTORICAL COMMISSION

A FUTURE FOR THE PAST

Tennessee's Historic Preservation Plan

January 2013

Tennessee Historical Commission

2941 Lebanon Road

Nashville TN

615/532-1550

www.tn.gov/environment/hist/

INTRODUCTION

Tennessee's historic resources represent an extraordinary inheritance passed down through generations. The retention and revitalization of our state's historic places is recognized as a fundamental cornerstone of economic development, essential to retaining and strengthening community identity, and key to sustainable environmental practices.

The Tennessee Historical Commission's (THC) mission is to "Record, preserve, interpret, and publicize events, persons, sites, structures, and objects significant to the history of the state and to enhance the public's knowledge and awareness of Tennessee history and the importance of preserving it." For the benefit of the state, the THC also carries out activities and programs

authorized under federal legislation, namely the National Historic Preservation Act of 1966 (NHPA, the Act).

Our current preservation plan will guide the THC through 2018. This synopsis of the plan shows what we have accomplished in the last ten years and what our priorities are for the future.

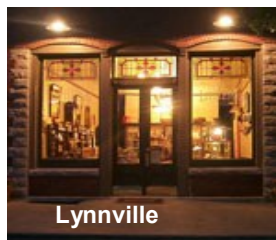
PRESERVATION TAX INCENTIVES

Beginning with the Tax Reform Act of 1976, incentives for the restoration and reuse of historic buildings were placed in the U.S tax code. Since the start of the program, Tennessee has had about \$852 million in the restoration of historic buildings. Tax incentives can be

a stimulus to commercial development.

To qualify for the incentives a building must be listed in the National Register (NR) and the rehabilitation must meet the Secretary of the Interior's Standards for the

Treatment of Historic Properties



NATIONAL REGISTER OF HISTORIC PLACES

Properties are nominated to the NR by the State Historic Preservation Office (SHPO). In Tennessee, the THC is the SHPO. Nomination forms are prepared by the staff of the THC, by the state's regional preservation planners, by property owners, and by consultants.

The first properties were nominated to the National Register in 1966. In October 2012, there were 2,090 listings in the NRHP from Tennessee including a total of 41,872 contributing properties. The THC promotes the use of grant funds to produce nominations.

Preservation planners in the state's development districts are encouraged to prepare nominations. Staff always assists property owners with nominations.

**Long Rock ME Church
South, Carroll County
(right)**



SURVEY

Approximately 80% of the area of the state has been surveyed for historic buildings. A much smaller portion has been surveyed for archaeological sites. Based on current estimates about 220,000 historic buildings will meet the survey criteria; approximately 73%, or around 160,000 buildings have been surveyed. There is no estimate of the percentage of completed archaeological sites survey because the total universe of sites is so difficult to predict. Probably less than 5% of the state has been field checked for archaeological sites. There are approximately 25,000 sites recorded in the Division of Archaeology's (DOA) site files.



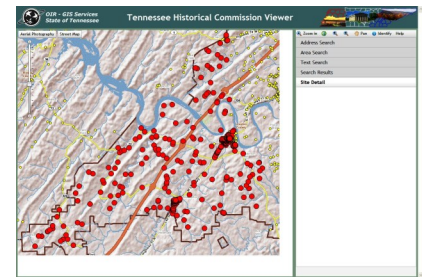
funds are available. In 2007, the THC was able to obtain a one-time state appropriation that allowed surveys to be conducted in targeted areas. Successful surveys were completed in Johnson City and Coffee, Tipton, and Franklin counties using these state funds.

As computer technology has evolved, the THC is working to develop an integrated Geographic Information System (GIS) through the Office of Information Resources (OIR). Once completed, a researcher will be able to select an area of study, zoom

to a specific location to see what is recorded in this area, click on any recorded survey sites, and view the historical and architectural data of each site. Researchers will also be able to use other

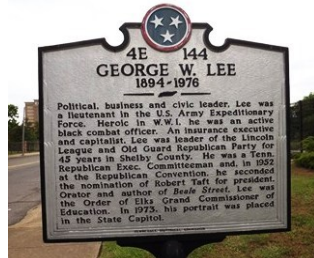
features (layers) in the GIS to overlay aerial imagery, road, and water systems onto the architectural survey data.

Archaeological site survey data is maintained by the DOA. The records have recently been transferred into an electronic database, topographic maps scanned, and site locations digitized. Due to the sensitive nature of the archaeological data, access to this information is only available by personally examining the site files at the offices of the DOA.



HISTORICAL MARKERS

One of the most visible programs of the THC is the Historical Markers Program. Begun in the 1950s, there are 1900 markers commemorating and marking the locations of sites, persons, and events significant in Tennessee history. This program has been affected by inflation in the fabrication cost of markers so that only a few new



markers may now be placed through THC funding each year. However, the THC still places about twelve markers per year that are funded by sponsors. The THC has published two marker guides, one of which highlights African American history.

STATE REVIEW

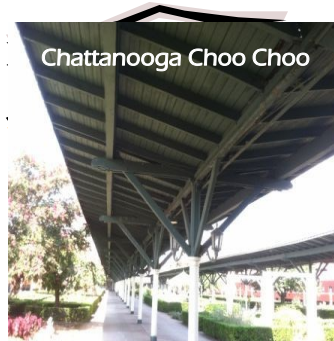
In 1988 the State legislature passed Public Chapter 699. The provisions of this act established a review process to allow the THC to review plans of state agencies to demolish, alter, or transfer state property that "is or may be of historical, architectural, or cultural significance." Comments from the THC are then transmitted to the State Building Commission, which has final decision-making authority.

SECTION 106/ENVIRONMENTAL REVIEW

Section 106 of the NHPA states that any federal funding or licensing that might have an impact on NR eligible properties (historic properties) needs to be reviewed by the SHPO. To facilitate processing Section 106 cases, the NHPA provide for federal agency consultation with the appropriate SHPO. A significant portion of the Section 106 review responsibility in Tennessee has been transferred to the THC Review and Compliance section staff. The THC

contracts with the state's DOA for Section 106 reviews of archaeological resources.

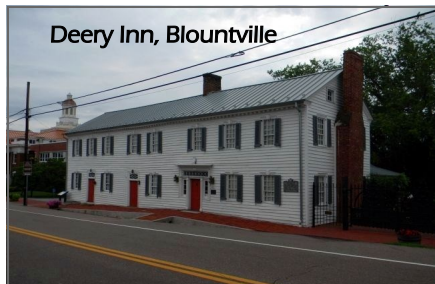
In carrying out its role in this process the staff of the THC reviews an average of 2,500 federal undertakings each year. Most of these do not im-



pact historic properties. In those cases in which it is determined that the project will have adverse effects upon historic properties, Memoranda of Agreement (MOA) are negotiated with the appropriate federal agency official to lessen those impacts.

GRANTS

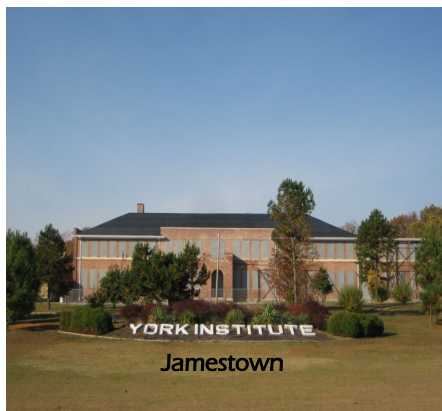
The NHPA authorized a program of matching grants. These funds are allocated to the states to assist them in carrying out the programs established by the Act and to award sub-grants to third parties. One category of grants



Deery Inn, Blountville

awarded is for the acquisition or restoration of properties that are listed in the NR. Since the last plan in 2003, more of THC's grant funding has gone to restoration projects. These grants have often proven to be the means by which restoration projects were initiated, which then became the catalyst for ex-

panded awareness and support of preservation within a community. Priorities for restoration grants in Tennessee are for properties that are owned by non-profit organizations or civic properties. Projects are small in dollar amount, so funding is awarded where it will have the most impact both for the building and for the public.



YORK INSTITUTE
Jamestown

Another priority for grants is having preservation planners in the nine development districts. The development districts work on regional planning and economic growth issues. They are run



by and composed of the cities and counties in the areas they serve. THC provides matching grants to these development districts for a preservation planner staff position. This allows the office to expand their outreach capabilities. The preservation planners work with all the same program areas as the THC, but are especially useful for Section 106 reviews and NR nominations.

CERTIFIED LOCAL GOVERNMENTS

Amendments to the NHPA in 1980 allow local governments to participate with SHPOs in certain aspects of the program. Requirements are that there must be a historic zoning ordinance, a historic zoning commission, design guidelines, and a paid staff member responsible for overseeing the commission's activities.

An important benefit of being a Certified Local Government (CLG) is that 10% of the federal sub-grant funding THC receives must be given to CLGs. Using

the CLG program as the basis, THC has begun a broad effort to provide technical assistance and support to all local governments that have local historic preservation programs or are attempting to establish a preservation program. This assistance has included workshops and training for historic zoning commissions, assistance in writing historic preservation ordinances, assistance with development of design review guidelines, and advice and assistance with grant applications. Of the over fifty jurisdictions that have been helped, thirty-two are CLGs.



TENNESSEE WARS COMMISSION

The Tennessee Wars Commission (TWC), a part of the THC, was established in 1994. The duties of the TWC include the coordination of planning, preservation, and promotion of resources associated with the French and Indian War, Revolutionary War, War of 1812, U.S.-Mexican War, and the Civil War.

The TWC makes grants for the purposes of maintaining and restoring existing

memorials and cemeteries related to the wars. There are over 500 recorded historic Civil War sites in Tennessee and 225 recorded sites related to the American Revolutionary War in Tennessee. Seventeen surveyed sites are associated with the War of 1812, while French and Indian War sites have not been surveyed.

Since 1998, the American Battlefield

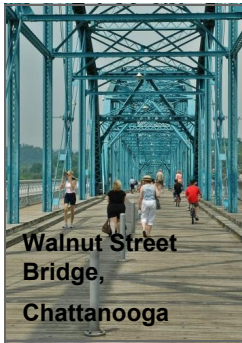
Protection Program has contributed over \$2.8 million to perma-

nently protect six of Tennessee's most significant Civil War battlefields. These grants helped the TWC to leverage over \$7,464,000 in non-federal matching funds to complete the projects.



ECONOMICS OF HISTORIC PRESERVATION

The economic importance of historic properties has grown with the increasing popularity of heritage tourism." The unique flavor of a particular region or locality often-times creates the marketing advantage that is necessary to compete for tourism dollars. Nothing is more unique to a location than its history, and if that history is of widespread interest, then a location has the potential to be-



come an important tourist destination. However, heritage tourism can only take root where historic preservation has prepared the ground. The fundamental appeal of these tourist destinations lies in historic properties, which depict and exemplify their unique history.

Banking on Tennessee's History: The Economic Value of Historic Preservation to the People of Tennessee reported that as the second largest industry, tourism generated \$10.3 billion in revenues and the state was ranked fifteenth in the total of domestic travel spending and fourth in the South.

Like art or other cultural resources, the values of historic properties can be related to their economic value. Actions to preserve, protect, and promote our historic resources are in the state's economic self-interest.

Historic preservationists and economists now have data showing that historic preservation generates economic growth. The new challenge that preservationists face is the dissemination of this information to policy makers and to the public. Dollars and other resources put into preservation are an investment and not an expense. Lingering perceptions to the contrary must be altered.

GOALS 2013-2018

MOBILIZE WELL-DIRECTED AND EFFECTIVE PUBLIC SUPPORT FOR THE PRESERVATION OF HISTORIC RESOURCES.

IDENTIFY THE RANGE OF HISTORIC RESOURCES ACROSS THE STATE THAT REFLECTS THE DIVERSE HISTORY & HERITAGE OF TENNESSEE.

ASSIST LOCAL GOVERNMENTS TO ESTABLISH AND ADMINISTER EFFECTIVE PROGRAMS TO IDENTIFY AND PROTECT HISTORIC RESOURCES.

ESTABLISH AN EFFECTIVE NETWORK OF PRIVATE PRESERVATION ORGANIZATIONS THAT WORK TOGETHER TO PROMOTE, ADVOCATE, AND ACHIEVE THE PROTECTION AND PRESERVATION OF TENNESSEE'S HISTORIC RESOURCES.

REVIEW EXISTING STATE LAWS THAT MAY AFFECT HISTORIC PROPERTIES.

STATE HISTORIC SITES

One of the major initiatives of the THC since it was revitalized in the 1940s is the state-owned historic sites program. The THC presently serves as the oversight agency for seventeen sites. Local non-profit organizations operate the sites and the THC provides an annual grant to assist with minor maintenance items and operating costs. In most cases, the bulk of funding is raised by the local non-profit organizations through admissions or other fund raising activities. Both Tennesseans and out-of-state visitors often gain their first exposure to history and to the value and importance of preserving historic

structures from visiting a historic site or museum. Furthermore, many of the THC sites are the premier tourism attractions in their communities, and as such, contribute heavily to the economic vitality and quality of life of their region.



**Alex Haley
(above) and
Cragfont (left)**

PUBLICATIONS

The THC publications program involves two components. One is the provision of grants to other agencies,



for publications on Tennessee history. On-going projects include yearly grants to the regional and statewide historical societies for publication of their journals and grants for the publication of presidential papers of the three presidents from Tennessee. The THC has also published the *Biographical Directory of the Tennessee General Assembly* and the *Messages of the Governors*. The main publication is the three-times yearly *Courier*, begun in 1964. It contains news on the office activities and feature articles. The *Courier* has a circulation of over 5,200.

The activity that is the subject of this plan has been financed in part with Federal funds from the National Park Service, US Department of the Interior. However, the contents and opinions do not necessarily reflect the views or policies of the Department of the Interior. This program receives Federal financial assistance for identification and protection of historic properties. Under Title VI of the Civil Rights Act of 1964, Section 504 of the Rehabilitation Act of 1973, and the Age Discrimination Act of 1975, as amended, the US Department of the Interior prohibits discrimination on the basis of race, color, national origin, disability, or age in its federally assisted programs. If you believe you have been discriminated against in any program, activity, or facility as described above, or if you desire further information, please write to: Office of Equal Opportunity, National Park Service, 1849 C Street NW, Washington DC 20240.